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ABSTRACT

This report, last in a series describing employment and training needs of Hispanics in Michigan, synthesizes the information presented in preceding volumes in order to identify target group needs and make recommendations for policy formulation and program development. Chapter I describes the study's scope and method. Chapter II provides a socioeconomic profile of Michigan's Hispanic population by summarizing demographic traits, labor force status and trends, social and economic status, employment and training behavior, and urban-rural differentials, and then outlines the needs of six target groups: youth, women, displaced workers, technologically obsolescent workers, small business owners, and postsecondary students. Chapter III then describes Federal and State legislation, services provided by the State government, and innovative programs designed for or affecting each of the target groups. The last chapter lays out both multi-group and specific group program options that can be applied to employment and training needs of Hispanics in Michigan. Pertinent legislation relating to these needs is summarized in a table at the back of the report. (CJM)

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EMPLOYMENT AND TRAINING NEEDS OF HISPANICS IN MICHIGAN

PROGRAM DESIGN

Office of Management Practices
Department of Management and Budget
State of Michigan

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EMPLOYMENT AND TRAINING NEEDS OF HISPANICS IN MICHIGAN

Program Design

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October 1983

PREFACE

This report is part of a four-volume series on employment and training needs of Hispanics in Michigan. In the areas selected for analysis, the objective is to provide documentation and rationales toward a more informed advocacy agenda.

The complete series consists of separately bound but related reports. Respective volumes and individual reports are:

- Socioeconomic Status
  - Census Analysis
    Hispanics in Adrian and Lenawee County
  - Hispanics in the Greater Lansing Area
- Statistical Handbook
- Agency Services
  - Education
  - Social Services
  - Labor
- Program Design

All reports have been produced through a project funded by the Bureau of Employment and Training, Michigan Department of Labor, under a Comprehensive Employment and Training Act (CETA) Special Governor's Grant.

The Office of Management Practices has carried out project activities on behalf of, and in cooperation with, the Michigan Commission on Spanish Speaking Affairs. Throughout the project an advisory group, chaired by Commissioner Juan Marinez, has furnished guidance on scope and methods, monitored progress, and reviewed successive draft reports.

For this volume, Louis A. Ferman, Ph.D., Professor in the School of Social Work and Research Director, Institute of Labor and Industrial Relations, University of Michigan, has served as senior consultant on the project team.

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EXECUTIVE SUMMARY

Introduction

This report is a capstone review of current data, legislation, programs, and literature on Hispanic employment and training needs in Michigan. The report synthesizes this information as a basis for planning, policy formulation, and program development. It identifies target group needs and develops program options.

The review and analysis is based on:

- Socioeconomic status of Michigan's Hispanics -- reported on in other volumes of this series
- Employment and training services to Hispanics by selected State agencies -- reported on in another volume of this series
- Applicable federal and state statutes and research literature

Population Characteristics

Descriptive data on Michigan's 162,440 Hispanics, as of the 1980 Census, is summarized and analyzed in terms of:

- Demographic Traits
- Labor Force Status
- Social and Economic Status
- Employment and Training Behavior

Census data shows that Michgan's Hispanic population is remarkably young. Approximately 42.6 percent are under 18 years of age, compared with 29.7 percent in the total state population. Hispanics tend to be concentrated in lower-paying and predominantly blue-collar occupations. Hispanics as a group lag behind whites in earning power. The 1980 median income for a Hispanic family in Michigan is $18,500, compared to a white family's $22,500. Their unemployment rate is two times higher than that of whites.

The differential is not as great for Hispanic youth (16-19). All youth in this age category suffer economically in the labor market. We do not have wage comparisons, but both in 1979 and 1980, the unemployment rate in Michigan for Hispanic youth (16-19) exceeded that of white youth (16-19) by seven percentage points. The differential for these Hispanic youth in employment was not as great as the differentials for Hispanics as a whole, but it was still considerable, suggesting that even among disadvantaged youth, young Hispanics were more disadvantaged than their white counterparts.

Hispanics have felt the recent economic shocks in the state disproportionately. Layoffs have eroded years of economic progress. Many small businesses, often marginal originally, have failed or are on the verge of collapse. Opportunities in farm labor have also been reduced.

In many state or local employment and training programs, Hispanics have been participating in proportion to their presence in the general population. In CETA, the most significant of these programs, the five percent participation rate of Hispanics is well above their population share. The types of services received, however, tend to be preparatory, rather than training for employment or in job finding skills.

To illustrate varying circumstances but essentially similar needs, project-sponsored studies of a rural and an urban Hispanic community (the Adrian and Lansing areas, respectively) are summarized and compared.

Target Group Needs

The analysis of data on Hispanics in Michigan indicates six major groups in need of employment and training services:

- Youth -- a high rate of unemployment, a high rate of dropouts from high school, and a high proportion with fewer than eight years of education
- Women -- an extremely high rate of unemployment, overrepresented in female-oriented occupations (service, clerical), and crowded into vocational educational curricula that are home-oriented and not job market-oriented
- Displaced Workers - overrepresented in blue-collar employment that has experienced displacement, living in urban industrialized areas with large numbers of plant shutdowns and reductions in force, and overrepresented in jobs (blue-collar, manual) most subject to mechanization and automation
- Technologically Obsolescent Workers -- a high proportion in declining opportunity jobs, subject to automation and robotization
- Small Business Owners -- their enterprises are poorly financed and subject to dissolution during recessionary periods, with particular need for technical assistance in management
- Post-Secondary Students -- crowded into specialties that prepare for occupations in which there are surplus workers, (e.g., teaching and social services), and underrepresented in specialties that prepare for jobs with expanding employment (e.g., health and computers)

Legislation and Programs

Relevant legislation and programs for employment and training are discussed in relation to the six target groups. The analysis includes:

- State and federal legislation
- Services provided by state government
- Successful innovative program designs from public and private agencies

Programs for youth include: in-school training, work experience, skill development, employability development, job development and placement, assessment, skill acquisition and training, orientation, supportive services, and follow-up and coaching.

Resources specific to women are limited to Aid to Families with Dependent Children, the Work Incentive Program, and the Displaced Homemaker Program. Generally, women are a constituency of broader, non-targeted programs such as adult education or CETA.

Existing and potential resources for displaced workers include income maintenance, trade readjustment allowances, pre-layoff intervention, post-layoff career development, and relocation assistance.

An equally limited number of options have been designed for technologically obsolescent workers: upgrading or reskilling programs by private employers, adult basic education, and union-sponsored apprenticeships.

For small business owners, relatively few programs exist. Among them are small business association loans to minorities, and federally sponsored workshops on management skills.

Post-secondary students, depending on their institution, may have available minority vocational counseling, student grant programs, or peer group support systems.

Program Options

From the analysis of needs in the Michigan Hispanic community, program resources available, and successful experiences in employment and training, options identified are:

- Multi-Group Options
  - Community-Based Supportive Work Programs: These are structured non-profit work organizations, directed and controlled by local citizens, which would target high school dropouts and women with no work experience.
  - Committee on Apprenticeship Training for Hispanics: This would be a watchdog, advocacy, and educational committee that monitors programs and provides supportive services.
  - One-Stop Employment and Training Service Center for Hispanics: The proposed agency would consolidate many of the activities now scattered among many programs.

- Employment and Training Action Team: A team of Hispanic professionals and other interested persons would be organized at the community level, and coordinated by a state committee, to:

  . Monitor Hispanic representation on employment and training boards and training programs.

  . Initiate action requests for specific programs addressed to Hispanic needs, and provide related services.

- Specific Group Options

  - Youth: Development of a K-12 guidance and counseling system that routes Hispanic students into employment-relevant curricula, a post-school program for dropouts covering generic skills, and special mechanisms to prevent dropouts in elementary and high schools.

  - Women: Organization of programs of counseling, training, and job development to open nontraditional jobs to women, assistance to Hispanic women in utilizing existing employability development programs, and development of adult education programs to remedy traditional deficiencies in female school curricula.

  - Displaced Workers: Information campaigns to acquaint Hispanics with provisions of legislation for displaced workers, programs of relocation assistance, counseling or guidance on job rights under union contracts and "employment at will" legislation, and interaction with local agencies to develop survival information and services.

  - Technologically Obsolescent Workers: Guidance and assistance to interpret company policies for bidding on new jobs, work with unions to develop transfer rights to new jobs, initiation programs for on-the-job intensive upgrading of skills, programs of guidance and incentives for adult education, and provision of opportunities for generic skill development and/or renewal.

  - Small Business Owners: Development of programs of risk/venture capital in local communities to provide basic or expansion capital for Hispanic businesses, and technical assistance in management to aid small businesses.

  - Post-Secondary Students: Programs in pre-college period on career development and plannning, administered by community-based organizations, big brother/big sister programs to provide one-on-one counseling for pre-college students, and college-based internship programs.

CHAPTER I

INTRODUCTION

Scope

Purpose

This report has a three-fold focus:

- Examine and analyze the status of Hispanics in Michigan, in order to identify employment and training needs.
- Review existing and/or pending legislation on employment and training, so as to identify programmatic opportunities to meet these needs.
- Identify needed intervention strategies which could be applied to Hispanics in Michigan, in order to improve their opportunities for employment and training.

In the main, the report is prescriptive, utilizing available data to make recommendations on programs to consider. It proceeds from identification of needs to specification of available resources and concludes with a series of program design options. A limitation is that the project was undertaken with only preliminary data available from the 1980 Census. The availability of detailed, personal characteristics in the immediate future can provide a more comprehensive and in-depth study of needs assessment. Until then, the present study is intended as a provisional planning guide that can be expanded with further work.

Method

The report starts with summaries and analyses of other reports generated by the current project:

- Socioeconomic study reports on Michigan Hispanics
  - 1980 Census analyses
  - Community profiles on the Adrian and Lansing areas
  - Statistical Handbook
- Reports on services offered by State of Michigan agencies
  - Department of Education
  - Department of Social Services
  - Department of Labor

Ways to meet the needs of identified target groups are sought by means of a systematic literature review which covers:

- Federal and state statutes on employment and training
- Books, articles, and reports on intervention strategies in employment and training
- Position papers and case reports dealing with employment and training programs

Findings, conclusions and recommendations from the efforts listed above are embodied in the respective chapters on:

- Population characteristics and target group needs -- Summarizes socioeconomic characteristics of Hispanics in Michigan and specifies resource and programmatic needs by target groups.
- Legislation and programs -- Reviews major federal and state legislation and programs that can be used to meet Hispanic employment and training needs.
- Program options -- Discusses various program strategies, personal, organizational, and community, which could be utilized to help solve Hispanic employment and training problems.

CHAPTER II

POPULATION CHARACTERISTICS AND TARGET GROUP NEEDS

The purposes of this chapter are to summarize the socioeconomic characteristics of Hispanics in Michigan in order to identify employment and training needs by target groups.

The socioeconomic profile is divided into five parts:

- Demographic traits -- age, education, numbers, dispersion, marital status, nationality, and family size
- Labor force status and trends -- unemployment rate, labor force participation rate
- Social and economic status -- income, property ownership, degree of personal comfort
- Employment and training behavior -- participation rates in training programs; occupational and industrial attachment
- Urban-rural differentials -- comparisons between the Lansing and Adrian communities

The six target groups, as discussed below, are:

- Youth
- Women
- Displaced workers
- Technologically obsolescent workers
- Small business owners
- Post-secondary students

Socioeconomic Characteristics

Demographic Traits

- Age

Compared to other groups in the state, Hispanics are a young population, with the best working years in the labor market ahead for most of them. Michigan's Hispanic population was younger than the state population; the median age was 21.3 years for persons of Hispanic origins compared with 28.8 years for all persons in the state. About 42.6 percent of Hispanic persons were under 18 years old compared with only 29.7 percent of all persons state-wide. The figures for persons 65 and older were 4.0 percent for the Hispanic and 9.8 percent for all persons in the state.

- Education

Regarding school attainment, Hispanics lag considerably behind whites and blacks. About one-third of the Hispanics have not gone further than elementary school (eight years or less), compared to 15 percent of the whites and 20 percent of the blacks who have this minimal education. The gap in education persists in the high school years, but is narrowed in college education to the point where a slightly higher proportion of Hispanics complete college than do blacks. One-half of the Hispanics have less than a high school education, while more than one-half of the whites and blacks have a high school education or more.

The high school dropout rate has been declining for Hispanic youth (male and female) since 1976, but it has consistently been twice as high as the rate for the state as a whole. The dropout rate has been consistently higher for young men than for young women. In 1980, blacks registered a higher dropout rate than Hispanics -- the first time in three years that this had happened. In spite of the trend in a declining dropout rate for Hispanic youth, they continue to have above-average dropout rates in the state as a whole.

Hispanic students in the public school system represented a numerical minority in elementary, junior high and high schools. Both in the 1979 and 1980 school years, two-thirds of the Hispanic students were in public schools where they represented five percent or less of the school population; one-quarter of them were in public school situations where they represented less than .01 percent of the school population. What emerges here is a picture of Hispanic students in public schools where the numbers were dominated by other ethnic groups. Whether this resulted in a muting of their needs or greater sensitiveity to their needs is hard to tell, but in these cases, special services for Hispanic students would be difficult to justify by numbers alone. A stronger justification is the need to strengthen Hispanic personal resources to improve employability.

In institutions of higher learning (public and private colleges/universities, public community colleges), Hispanics have shown a small but steady increase in enrollment between 1974 and 1978. In no instance has enrollment approximated their general representation in the population (1.8 percent), and they remain underrepresented in all institutions of higher learning. However, the

upward trend in higher learning participation holds true both for undergraduate and graduate schools, and a higher proportion of Hispanics finish college when enrolled than is true of blacks. This commitment to higher education for those who participate is quite strong and resembles the early patterns of other ethnic groups in America (Jews, Italians and Irish).

We have limited data on the field of study selected by Hispanic students in Michigan institutions of higher learning, with the exception of a single study done at Michigan State University. Such data are available for Hispanic students in the nation in 1978-1979. To what extent this national pattern approximates the Michigan pattern we do not know, but it probably is not that different. This national data indicate that Hispanic college students least often choose the fields currently associated with job growth and opportunities (engineering, computer and informational services, and health professions). About 12 percent of Hispanics in Bachelor Degree programs, seven percent in Master's programs and five percent in Doctoral programs chose these curricula that had a high job payoff. On the other hand, there was a streaming of Hispanics into two curricula that have become associated with occupational surpluses and high unemployment. Thirty-one percent of the Bachelor's candidates, 24 percent of the Master's candidates and 37 percent of the Doctoral candidates chose the specialty of education or social and public service. Whether these choices are made on the basis of poor job information, inadequate preparation or poor counseling we do not know, but it has the unfortunate result of crowding Hispanic students into specialties in which there is a decline or surplus.

Preparation for technical employment is to be found in vocational education in Michigan. About 42 percent of Hispanic students enrolled in vocational education take consumer and homemaking courses, and in this, they are not different than their white counterparts. In both groups there is an overrepresentation in specialties that have little to do with vocational preparation for the real world of work, but stress values of home and citizenship that are associated with American life. In those curricula where there is a preparation for real and gainful opportunities (trade and industry, health), Hispanic students are less likely to be enrolled (22 percent for Hispanics versus 26 percent for whites). Again, Hispanic students are concentrated disproportionately in courses that have less potential for the labor market (office and distribution). This is reflected in the fact that Hispanic graduates of vocational education programs have a lower mean hourly wage ($4.15) than blacks ($4.29). However, Hispanic graduates as a group earn more than whites ($4.08), largely because Hispanic wages in trade/industry and office exceed those of whites. Consistently, jobs in auto mechanics, construction maintenance, machine shop and electronics paid more to Hispanic graduates than to any other group. Both in vocational education and higher education, Hispanic students stream into those specialties that have less payoff in the labor market. Together with above-average high school dropout rates and lower levels of educational attainment, the basis is laid for some problems of Hispanic labor force utilization.

- Numbers

Data currently available from the 1980 Census indicates that, in April of that year, there were 162,440 Hispanics in Michigan. This number represents 1.8 percent of the state's total population. Of the total Hispanic population, 112,183 (69.1 percent) were of Mexican origin, another 12,425 persons (7.6 percent) identified themselves as Puerto Rican, and 4,177 (2.6 percent) as Cuban. Other Spanish backgrounds -- such as from Spain, Spanish-speaking countries in Central or South America, or persons identifying themselves simply as Spanish, Latino, Hispano, etc. -- were reported by 33,655 persons (20.7 percent).

- Dispersion

Hispanics live in every county of the state but, as of the 1980 Census, 45 percent (73,152 persons) are concentrated in three counties -- Wayne, Oakland, and Saginaw. Michigan Hispanics tend to be an urbanized population, with 76.2 percent living in either central metropolitan or suburban areas. These areas are heavily invested in industrial production, particularly automotive, which affects patterns of employment. The small numbers of Hispanics, and their dispersion, have produced some obvious political weaknesses. For example, among the 148 members of the State Legislature, there are no Hispanics.

- Marital Status

We have already mentined that there were 162,440 Hispanic residents in Michigan at the time of the 1980 Census. These people were living in 34,313 family units and 43,254 household units. The former includes individuals who are related to each other by blood or kinship, while the latter refers to persons living alone or living with nonrelated people. The larger number of household units (as opposed to family units) is undoubtedly a reflection of the fact that Hispanics are a relatively young population with more single people over 14 years of age yet to be married. Many young people are still living by themselves in single households.

The divorce and separation rate for Hispanics is slightly higher than for non-Hispanics, but not that much higher. Hispanic families show a high degree of intactness; 81 percent of all Hispanic families have both husband and wife present compared to 59 percent of all black families. Five times as many black families have mothers alone raising children under 18 when compared to Hispanic families. However, Hispanic families have less intact families than white families. Twice as many Hispanic families have the husband missing and twice as many have the mother raising children without the husband when compared with white families.

- Nationality

The national origin of the Michigan Hispanic population is overwhelmingly Mexican (68 percent). Seven percent of the population is Puerto Rican and two percent are Cuban. Other national groups make up the remainder of the population.

- Family Size

The average number of members in families maintained by a Hispanic person was 3.90, compared to 3.34 for all families. Since a large proportion of the Hispanic population are young and have not as yet entered into the child-bearing cycle, we can anticipate a high birthrate and development of families in this group.

Labor Force Status and Trends

- Labor Force Participation

Labor force participation rates for Hispanics are about equal to those of whites in the state; in both cases about 62 percent of all people over the age of 15 are in the labor force, either employed or looking for work. The labor force participation rate of blacks is lower (57 percent). About one-half of the eligible females among Hispanics and non-Hispanics participate in the labor market, while three-quarters of eligible Hispanic and white males participate. Black males have a significantly lower participation rate (64 percent). With regard to labor force participation, the Hispanic population is more like the white population and considerably different from the black population.

- Unemployment

The unemployment rate is twice as high among Hispanics as among whites, but is less than the rate for blacks. (Hispanics have a rate of 17.4 percent, whites have a rate of 9.5 percent, and blacks have a rate of 21.5 percent). Hispanic and non-Hispanic males have higher unemployment rates than their female counterparts, but the Hispanic and black females have an unemployment rate twice that of white females. This latter point is significant. Hispanic and white women have the same labor force participation rate (about 50 percent), but unemployment is twice as frequent among Hispanic females, making them a prime target for human resource development services.

- Occupational Distribution

We have no data as yet on the occupational distribution of Hispanics in Michigan in 1980, but data is available on the 1970 distribution. In 1970, Hispanic workers were predominately a blue-collar, service-worker population. They were overrepresented in occupations with low status and low pay, requiring little skill or training, and were in danger of technological displacement.

In the 1970 Census, Hispanic males were very overrepresented among operatives, nonfarm laborers and service workers. White males were 31.4 percent versus 18.6 percent for Hispanic males in the operatives category. Among nonfarm laborers, white males were 5.2 percent versus 9.1 percent for Hispanic males, and white males were 7.3 percent versus 8.2 percent for Hispanic males in service employment. Hispanic males were underrepresented among professional workers (11.1 percent for Hispanics versus 14.4 percent for whites);

craftsmen and foremen (18.7 percent for Hispanics versus 23.8 percent for whites); and nonfarm managers (4.8 percent for Hispanics and 9.9 percent for whites).

The situation was equally bad for Hispanic females. They were overrepresented as operatives (Hispanics, 20.1 percent versus whites, 12.1 percent); and as service workers (21.9 percent for Hispanics versus 18.2 percent for whites). They were underrepresented in the professions (11.8 percent for Hispanics versus 15.7 percent for whites) and in clerical work (31.1 percent for Hispanics and 36.2 percent for whites).

Social and Economic Status

- Income

Family income levels of Hispanic families lag considerably behind those of white families. In the 1980 Census, the median income for Hispanic families is $18,500 compared to $22,500 for white families. Equally important, Hispanics are found below the poverty level twice as often as whites, and three times as many Hispanic families earned less than $5,000 than did whites. The situation of blacks is worse than that of Hispanics or whites. The median income of black families is $15,000. About four times as many blacks as whites are below the poverty line, and four times as many black families compared to white families earn less than $5,000. The differential is not as great for Hispanic youth (16-19). All youth in this age category suffer economically in the labor market. We do not have wage comparisons, but both in 1979 and 1980, the unemployment rate in Michigan for Hispanic youth (16-19) exceeded that of white youth (16-19) by seven percentage points. The differential for these Hispanic youth in employment was not as great as the differentials for Hispanics as a whole, but it was still considerable, suggesting that even among disadvantaged youth, young Hispanics were more disadvantaged than their white counterparts.

- Housing

In housing, as in other measures of social and economic status, Hispanics also lag behind whites. Values of homes owned by Hispanics are less, as is the amount of money spent for rentals. The median value of a noncondominium home for Hispanics in Michigan is $29,700, compared to $41,200 for non-Hispanics. For a condominium, the gap is less ($48,900 for Hispanics and $50,000 for non-Hispanics). There also is a substantial gap in money paid for rentals, the median being $178 for Hispanics and $213 for non-Hispanics. Regarding the space available in housing, the number of rooms for owner or renter dwelling is not significantly different for Hispanic and non-Hispanic; but, for the same space, the Hispanic unit has more persons living in the dwelling. This is a reflection of the fact that Hispanic families are larger -- 67.8 percent of Hispanic families have four members or less, compared to 80.6 percent of non-Hispanic families. Overall, counting family and household units, 15 percent of non-Hispanic units have more than four members, while 26 percent of Hispanic units have more than four members.

Hispanics lag behind whites in related material comforts. For example, twice as many Hispanics are without cars compared to whites. A slightly higher proportion are without plumbing, and a significantly greater proportion have overaged housing and lack heat. Except for blacks, Hispanics are the most disadvantaged as a group, when compared to whites.

Employment and Training Behavior

Over the past two decades, the federal and state governments have developed special programs in employment and training to improve the utilization of minority groups in the labor market. These programs range from counseling, assessment and supportive services to training, placement and job development. Participation in such programs would be one way to reduce the opportunity differential between a particular group and the mainstream opportunity structure.

There is some evidence that Hispanics have not been participating or represented in these programs in proportion to their presence in the general population. Whether this differential results from choices that Hispanics make, poor information about training opportunities, or poor recruiting practices on the part of agencies is hard to say.

Data on the State of Michigan Business and Industrial Training Program in 1980 indicate that only nine Hispanics, out of 386 clients served, participated (2.3 percent). In the succeeding year 1980-1981 with 696 clients served, only two Hispanics participated (0.25 percent). In the Young Adult Conservation Corps (CETA), for the third quarter of calendar year 1981, the program served 280 clients with only one being Hispanic (0.4 percent). For the fourth quarter of that same year, the program served 753 clients. Only seven were Hispanic (one percent). In January of 1981, the job placement program of the Michigan Employment Security Commission (MESC) serviced more than 350,000 clients. About 1.5 percent were Hispanics. In the job placement activities of that month, about 27 percent of all clients were professionals or clericals, but only 17.6 percent of Hispanics served were in this category. The largest single group of Hispanic applicants were for service jobs (19 percent).

The CETA program was targeted to serve the hard-to-employ, displaced workers and youth entering the labor market. In 1981, about five percent of CETA participants were Hispanic, a proportion higher than their representation in the state (1.8 percent). This statistic appears to be favorable but should be placed in context. The program specifies a number of slots for Hispanics that cannot go to any other group, making some Hispanic participation inevitable and necessary. Another consideration is that Hispanics were underrepresented in subsidized employment programs, programs for displaced workers, displaced homemaker programs and youth programs. They were overrepresented in "special programs" (literacy training, prevocational preparation and work sample programs). Hispanics were given services, but in preparation for employment rather than in training for and finding employment.

The picture that emerges is one of low participation and involvement of Hispanics in the employment and training programs that we have reviewed. Failure to participate reduces an opportunity to close the gap between themselves and other work groups in the economy.Urban-Rural Differentials

Although 80 percent of Hispanics in Michigan live in heavily urbanized areas, we must examine the possibility that differences exist in rural and urban settings which affect employment and training needs as well as opportunites. To check this possibility, two cities and their surrounding counties were selected for special community studies. The first is Lansing, in the Tri-County region centering on Ingham County: heavily urbanized and industrialized, with a Hispanic population of 10,599 -- about 3.8 percent of the total population in the county. The second is Adrian, in Lenawee County: predominantly rural but with some industry, and a Hispanic population of 4,573 -- or 5.1 percent of the total population in the county. On the following pages (Table I), 1980 Census data for the two counties is compared.

Table 1

Comparison of Selected Hispanic Characteristics
Between
Ingham County (Urban) and Lenawee County (Rural)

-- 1980 Census Reports --

	Ingham	Lenawee
Total population	275,520	89,948
Hispanic population	10,559	4,573
Hispanic population as % of total	3.8%	5.1%
Age		
5-17	31.6%	32.2%
18-64	52.7%	51.0%
Median age	20.0	20.4
School attainment		
Elementary	31.9%	42.3%
High school - 1 to 3 years	17.1%	22.2%
High school - 4 years	20.6%	24.0%
College - 1 to 3 years	13.5%	7.8%
College - 4 years	16.9%	3.7%
Percent in labor force	65.1%	60.7%
Percent unemployed	19.2%	21.6%
Unemployment over age 15		
Males	23.1%	22.5%
Females	13.4%	20.3%
Total	19.2%	21.6%
Median family income		
Income of $15,000 or less	50.4%	40.4%
Income of $35,000 or more	9.2%	7.0%
Percent below poverty level	24.9%	19.8%

Table I

(Continued)

	Ingham	Lenawee
Home owners	46.8%	65.9%
Median rent	$203	$178
Household density	3.93	4.03
Median persons per house	3.3	3.7
Median rooms per house	4.9	5.4
Percent of homes without car	12.9%	9.0%
Percent of homes without plumbing	1.7%	1.9%
Percent of homes with old plumbing	31.4%	38.1%
Percent of homes without heat	6.1%	14.2%
Single	38.5%	29.9%
Married	47.5%	54.7%
Married-couple households	67.7%	75.1%
Female-headed households	18.2%	15.2%

- Data Comparisons

There are some marked similarities and differences between the urban and rural settings. Ingham County is three times as large as Lenawee in total population, and the Hispanic population is twice as large in Ingham compared to Lenawee. Hispanics, however, make up 5.1 percent of the Lenawee total population compared to 3.8 percent in Ingham. The age distribution of Hispanics is virtually the same for both counties (about one-third are 17 years or less). There is a slight difference in English being the only language, with more residents of Ingham as monolingual.

There is a striking difference in school attainment with 42.3 percent of the Hispanics in Lenawee having eight grades or less of schooling compared to 31.9 percent in Ingham. A significantly larger proportion of Hispanic Ingham County residents is attending college or has completed college. (Attendance in college may be inflated because Hispanic students at Michigan State University, even though not permanent residents of the county, are counted in the Census as residents of the county.)

Labor force participation is higher in the urban county (65.1 percent) compared to the rural county (60.7 percent), with the unemployment rate being somewhat higher in the rural county, 21.6 percent compared to 19.2 percent. A most striking difference between the two counties is the much higher rate of female unemployment in the rural community in contrast to the urban community (20.3 percent as compared to 13.4 percent). Whether this reflects differences in training and job opportunities or inadequate preparation for the job market cannot be ascertained at this point, but the economic disadvantagement of women in the rural community is significant.

The family income differential for Hispanics favors the rural county except in cases where family income exceeds $35,000 or more. The median income for Hispanic families in Lenawee is $17,600 compared to $14,888 for Ingham. A higher proportion of Hispanics is below the poverty level in the urban county (24.9 percent) compared to the rural county (19.8 percent). Since we are dealing with family rather than individual income, the differential may be explained by the fact that Hispanic families are larger in the rural county (4.03) compared to the urban county (3.93), and thus have more income gatherers.

The Hispanic population is more deeply rooted and less mobile in the rural county, as evidenced by a much higher proportion of home ownership. Two-thirds of the rural dwellers owned their homes, compared to one-half of the urban dwellers. Rural dwellers pay less when they rent, have larger families, and have more rooms per house. There are fewer personal comforts accruing to the rural resident. Except for having a car more often than the urban counterpart, the rural household is more often without plumbing, has old plumbing, or is without plumbing and heat.

The rural population has a higher proportion of married people, households with married couples, and fewer female-headed households.

Three themes emerge from these data. First, there are more elements of stability in the rural population: higher home ownership, higher percentage of married couples and low percentage of female-headed households. Second, the level of school attainment is lower in the rural community and the overall level of formal preparation for the labor market is less in the rural than in the urban community. Finally, economic experiences in the rural community result in an overall higher level of unemployment for all Hispanic groups, and particularly for women. This may be explained by the more extensive opportunity structure offered to urban dwellers by an economy that offers a mix of jobs in manufacturing, education and government. The displaced worker has alternatives. In the rural community, the opportunity structure is restricted. There are limited opportunities in agriculture, manufacturing and service jobs for new workers or those who are displaced. One offsetting factor is the higher median income of rural families. As noted, however, this may be a reflection of more family members working to produce this income. It does not mean that there are higher individual income levels in the rural community.

- Social and Cultural Comparisons

The two community surveys of Adrian and Lansing give us further specifics of employment and training needs for Hispanics in different settings. There were some general reactions to Hispanic employment and training problems that were quite similar in both communities. The interviewees in both communities agreed that Hispanics had made slow but steady progress in the 1950's and 1960's, but the economic problems of the state in the last five years had eroded many of the economic gains. There was also agreement that economic safety valves (agricultural employment, unskilled and semi-skilled jobs) that had stabilized the Hispanics in previous bad times were no longer present in sufficient numbers to sustain them. Beyond these similarities, there were some differences that point to specific needs in both communities.

Adrian -- The Hispanic community in Adrian is similar to Hispanic enclaves throughout the Midwest. It had its origins in the migrant agricultural workers who made the long trek from the Southwest for seasonal harvest work and the workers recruited to staff defense factories in World War II. As a group, they remained outside of the mainstream community life. The jobs held were a mixture of agricultural and industrial employment and some mixed the two. These jobs were at the bottom of the status ladder, and few Hispanics were found in the professions, skilled work or technical trades. The Hispanics have developed a stable but isolated community, making up 12 percent of the Adrian population and tightly integrated into ethnic and social networks that were Hispanic.

In the last 20 years, the advent of mechanized agriculture and the closing of a number of plants greatly reduced employment for Hispanics and developed a hard-core unemployed. Unemployment has been a stubborn problem displacing workers from long-established jobs, constricting the utilization of youth entering the market and depressing the fortunes of small businesses that depended on Hispanic support. Hispanic small business owners have felt these problems and a number of them have gone out of business or are near closing.

In the 1960's and 1970's, Hispanics made use of Hispanic-based organizations (e.g., SER) to solve employment and training problems, but the recession has impacted on these organizations and most have closed, leaving a skeleton of Hispanic-based services available. Substantial cutbacks in social services have had a negative impact on poor Hispanics in Adrian. The use of employment-oriented agencies is below average for Hispanics. The need for social services is not hard to document -- among Hispanics, 15 percent were receiving food stamps, eight percent were on the Aid to Families with Dependent Children Program and 20.3 percent of Hispanic female workers were jobless. Overcrowding is another problem. In 1980, Hispanic families had an average of four persons to 5.9 rooms in owned households, as compared to 2.7 persons to six rooms in white-occupied households. The CETA program, vital to the needs of the Hispanic community, has been greatly reduced with the consequent demise of SER and the VOC/TECH programs. The dissolution of SER was particularly serious because it removed Hispanic personnel who had developed a key role in counseling youth and who served as role models.

Overall, the future looks bleak. Little new industry has developed. Youngsters are thinking of leaving, but older residents are somewhat immobile because of long home ownership tenure, attachment to local networks and long residence in the community. What is even more devastating is that planning around needed social services and training has been almost absent. The great shock, however, is the apparent absence of a viable opportunity structure and the almost certain permanent loss of jobs.

Lansing -- In contrast to Adrian, the Hispanics in Lansing are better educated, have a much broader and diffuse opportunity structure (industry, education and government) and have access to a more extensive network of social services/ employment training facilities ranging from junior college to Hispanic-centered programming. The Lansing Hispanics do not have the close ethnic-centered networks or the roots noted in Adrian. They are more mobile than their counterparts in Adrian.

In the educational sphere, the Lansing community commands a critical core of services for Hispanic students ranging from K - 12 programs in the school district to sophisticated career development and curriculum counseling in the junior colleges and four-year university. The bilingual programs are well developed and include career exploration. Vocational class enrollment has steadily increased and Hispanic students have shared in this increase. However, the dropout rate, while lower than in Adrian, is still higher than the rate for white students in the school district. Of particular importance is that the school district and junior colleges have recruited and maintained a relatively high number of Hispanics on their staff. These staff members are engaged in teaching and counseling Hispanic students and serve as role models. But interviewees in the Lansing study mentioned lack of Hispanic counselors as one of the real problems in the school system. In both the junior college and the university, Hispanic students have been shifting from humanities/social science curricula to engineering and physical science specialties so the crowding phenomenon is becoming less pronounced. In spite of these gains, Hispanics still suffer high attrition rates in technical trade curricula.

Hispanics are represented to a degree in the media. This includes programs on the local television and radio stations, the existence of a Spanish newspaper and the visible employment of Hispanics in the media professions. Hispanics are also organized in a number of local unions. In these organizations, there has been sponsorship of training and apprenticeship programs which have benefited Hispanics.

Hispanics are well represented in state government employment and show some signs of political organization in the Lansing area. A most important element has been the development of local service programs that directly aid Hispanics (e.g., ex-offender and drug rehabilitation programs). Hispanic-based community organizations have continued to be viable in spite of the recessionary pressures. In Lansing, compared to Adrian, there also is an availability of social services, both Hispanic and non-Hispanic. The critical mass of such services in an urban setting makes a distinct contrast to Adrian.

Hispanics in Lansing do have employment problems. Jobs in both private and public industry have been reduced by the recession and technological change. Plant shutdowns have occurred and opportunities for new entrants to the labor force have been reduced but, unlike Adrian, there is an active economic development movement that will result in some new jobs. Also, the auto industry, with its related metal-bending shops, is starting to come back. A critical core of jobs continues to exist.

In comparing the two communities, we come to the conclusion that some employment and training strategies are necessry for both communities, but some strategies specific to each community may be required. For example, youth dropout problems are apparent in both communities, but female unemployment running to 20.3 percent is strikingly more prevalent in the Adrian area and will require special measures.

Target Group Needs

The previous discussion suggests a number of target groups and programmatic needs in employment and training for Michigan Hispanics. The target groups whose needs will be discussed are: youth, women, displaced workers, technologically obsolescent workers, small business owners, and post-secondary students.

- Youth

  One of the most serious problems identified is the high dropout rate among Hispanic youth. There is a need to deal with two issues in this respect: (1) how to reduce the dropout rate, and (2) how to deliver remedial educational services to those who have already dropped out. More effective counseling, preferably from Hispanic personnel, together with a package of relevant services (income maintenance; career education; increased social support from family, peers and school officials), have been shown to be effective in reducing the dropout rate and should be developed. For dropouts, there is a need to develop adult education programs aimed not at substituting for the lost educational experience, but at generic skill development that can be relevant to the current job market. This generic skill development would include: basic math, use of computer technology, use of measurement tools and work-related problem solving skills.

  Young students in vocational educational programs need more effective vocational counseling so that they will be directed into courses that will be relevant to the world of work. Undoubtedly work must be done with local school districts to develop such counseling programs for all youth, since all equally suffer from crowding into nonrelevant course curricula.

- Women

The unemployment rate is higher for Hispanic women in the labor force compared to all other groups of women. It is not clear why, but some employability development (recruiting, processing, assessing, counseling, training, and job placing) is much needed for women. A restructuring of choices in curricula in secondary schools is also needed, since it is clear that young female Hispanics are streamed into vocational education courses that have homemaking rather than employment as an emphasis.

- Displaced Workers

Michigan Hispanics are largely an urbanized community, living in areas that are heavily industrialized (usually automotive and related), and are thus frequently the victims of plant shutdowns and reductions that have plagued the state in recent years. For these workers, there is a variety of needs. On the individual level, there is the need for counseling concerned with the loss of a job, self-assessment of skills and potentials, training, income maintenance programs, relocation assistance (if needed), job search assistance and help in job finding/placement. On a broader basis, there is a need for family assistance of various kinds (nutritional, therapeutic, medical, financial) and community economic development, involving large scale companies to provide jobs and small units to provide services.

- Technologically Obsolescent Workers

Hispanics are located in areas of more traditional industry (e.g., automotive) and not in communities of future job growth (e.g., high technology). We can add to this two facts: (1) the preparation of Hispanic students in post-secondary education is for more traditional jobs that are in danger of being eliminated or displaced, and (2) most Hispanic workers are currently employed in the blue-collar sector or white-collar unskilled employment that face restructuring or reduction by technological change. There is a need for preventative human resource development programs for these people emphasizing retraining, upgrading and job change before the threat of unemployment or displacement appears. There will be a central role for adult education in the junior colleges to accomplish this goal.

- Small Business Owners

The current recession has wrought havoc on the small business owner. It has been particularly hard on the Hispanic small business owner who typically has marginal financing for his/her enterprise, deals in ethnic goods or services and depends on Hispanics for sales. As Hispanic unemployment has risen, the fortunes of the Hispanic small business owner have become perilous, as evidenced by the Adrian case study. These small business owners are in need of financial aid, technical assistance and community support/patronage. Some program development to fulfill these needs is clearly indicated.

- Post-Secondary Students

The Hispanic college student is an essential resource to the future of the Hispanic community not only as a successful role model but in the building of a critical core of professional employment. Unfortunately, far too many of these students are streaming into curricula where the job prospects are dim; e.g., teaching. Some redirection of their academic concentrations is necessary, through programs of counseling and tutorial work. Movement on the Michigan State University campus, where there has been a massive redirection in curricula choice, should be used as a model for Hispanic students on other campuses.

CHAPTER III

LEGISLATION AND PROGRAMS

Based on our review of the profile of Hispanics in Michigan, we have identified six groups which appear most in need of employment and training services. In this chapter, we turn to the resources available for meeting the needs of these groups. These resources stem from three categories:

- Federal and state legislation (listed and analyzed in Appendix A)
- Services provided by state government (for purposes of this project, analysis of state employment and training programs or closely-related services has had to be limited to Departments of Education, Social Services, and Labor)
- Special program designs that are the product of private and public agencies with a successful record of performance

Data on legislation was developed through systematic review of official documents on employment and training programs. Information on state agency services was derived from the special reports prepared on the departments for this project. Finally, innovative program designs were identified by a review of articles, reports and books on human resource development programming.

The aim of this chapter is to inventory the resources, suggesting what exists and what is in short supply. For each group, we present the three categories of resources available and discuss at the same time what is not available.

The resource information on the six groups is skewed. Far more resources are available for youth problems than for any other. Relatively few resources are available for small business owners or post-secondary students.

Youth

Among the Hispanic groups requiring employment and training services, resources for youth are the most abundant. This does not mean that they are adequate, but rather that they are available. In the main, this reflects a societal top-priority commitment to youth human resource problems. The rationales appear to be that investments in youth have the most long-term payoffs, and that youth are a volatile group whose frustrations must be addressed by opportunities.

Legislation

Since the onset of the 1963 Amendments to the Manpower Development and Training Act (MDTA), there has been a steady stream of federal legislation to meet the employment and training problems of youth. The enacted programs have been diverse and aimed at different options for youth. For the most part, these

programs were aimed at "disadvantaged youth" (dropouts, low education attainment, ex-offenders, low-income status), and left untouched the youth who finished schooling but could not find employment. The categories of federally legislatively mandated programs are: work experience, skill development, employability development, and job development and placement.

- Work Experience

These programs aim at giving youth some setting in which actual work performance occurs. The summer youth employment programs begun under MDTA in 1963, continued under the Comprehensive Employment and Training Act (CETA) and to be continued under the Job Partnership Training Act (JTPA) are in this tradition. These work experience programs last only for the summer months and are on a short-term basis. Under CETA, summer jobs tended to be "make work" and had little skill development. Under JTPA, such summer assignments are projected to be in private industry, with an emphasis on skill development. The jobs are minimum wage, with a 20-hour work week the standard.

Three other work experience programs exist under CETA (Youth Employment and Training Programs, Youth Community Conservation, Improvement Project, and Youth Adult Conservation Corps). The age range is 16-23 years. YETP combines instruction (OJT and classroom) with work experience in the private sector. This program is an exception to the rule that CETA work experience programs for youth do not stress skill acquisition.

Under JTPA, local political units will have the discretion of choosing to establish youth work experience programs from a wide variety of models, although the summer youth programs will follow closely the CETA model. Under local initiative, an entry experience employment program for youth can be developed. This will involve youth who are already skilled but need experience. The intention is to make work experience programs organic to the needs of youth in the local labor market. A special target under JTPA will be high school dropouts and youth with limited academic skills. The work experience programs will be centered in the private sector.

- Skill Development

For youth the mainstay skill development programs are: Apprenticeship training (established 1937), vocational education (established in 1917), vocational rehabilitation (established 1920), adult basic training (established 1964) and on-the-job training (established 1964). In all of these programs the objective is to impact new skills to the youthful job seeker. In these programs, disadvantaged criteria are not paramount.

Under JTPA, some exemplary youth programs can be established at the option of those responsible for local training initiatives (Private Industry Councils). A number of models applicable to skill development can be chosen: education for employment programs (disadvantaged youth without high school diplomas); and preemployment skills training program (200 hours of skill training activities for youths 14-21). These programs aim youth to employment in the private sector, but will be implemented unless there is initiative in the local community.

- Employability Development

For youth, the most successful employability development model continues to be the residential Job Corps. This program is long-term education and skill development in a residential setting with a strong backup of supportive services (health, counseling). Requirements for the Job Corps have been steadily modified to open the program to more female youth, provide on-site day care, if needed, and open urban centers to a commuting student population. Under JTPA, there will be closer coordination between Job Corps and the military to prepare youth for careers in the military. The emphasis continues to be rehabilitation of disadvantaged youth.

On the basis of local option, JTPA may establish a network of learning centers offering individualized or group instruction in convenient locations such as schools, libraries or neighborhood organizations, with vans in mobile areas. The curricula must be designed to prepare the student to meet state and local general education diploma and basic academic competency requirments.

- Job Development and Placement

For the most part, job development and job placement legislation for youth have been subsumed under more general programs of job preparation, job finding and job placement. The largest single program in these areas continues to be the job services offered by the U.S. Job Service (USJS), but these services are not offered exclusively to youth. Under recent Wagner-Peyser amendments, the Job Service will come to share authority over these activities with local Private Industry Councils and JTPA.

CETA continues to fund community-based organizations that engage in special efforts in job development and placement (Jewish Vocational Service, Opportunities Industrialization Committee), but these efforts will be sharply reduced under JTPA. Job Opportunity in the Business Sector (JOBS) is a joint government-private industry program to hire, train and retrain the seriously disadvantaged. The expectation was that entry and work standards would be relaxed by private industry. The program is manned by volunteers from industry. The company is given a training subsidy for workers who are hired.

Some youth, those over 18 years of age, profit from the Targeted Job Tax Credit, which gives tax reduction incentives to a company when a certified hard-to-employ job candidate is hired. This effort has suffered from the recession when the level of hiring has been reduced, but it remains on the books as an option for industry.

One of the exemplary youth program designs under JTPA is the school-to-work assistance transition program. This program of job development/job placement is for high school seniors and/or dropouts who are about to enter the labor market. In either case, priority is given to students from economically disadvantaged families. These transition services may involve: provision of occupational information, short-term job search assistance, job clubs, placement and job development.

State Programs

The state administers local programs under federal legislation (CETA youth programs, employment, training services of the Job Service and the Job Corps). The Department of Social Services has operated a program called Manpower and Information Services for Troubled Youth (MISTY). Its target clientele was youth from troubled families, youth who were ex-offenders, and youth with substance abuse problems. The program served small numbers and was largely an information and referral operation, with limited employment services. There is also a Governor's Youth Grant (GYG) from CETA monies that is given to individual states to meet specific needs of youth in each state. In the summer of 1983, Governor Blanchard initiated a large-scale program, the Michigan Youth Corps, which provided more than 25,000 short-term jobs and some career guidance.

Services in the State Department of Education are directed largely to youth in school. The largest service program is the combined Bilingual and Migrant Program, with classes offered in 45 languages in 77 school districts. The objective is to remedy the adverse effects of language, culture and mobility experiences to move students to a standing appropriate to their age level. The Executive Office has a Hispanic Education Office to address educational needs of Hispanic students and develop interventions to reduce the dropout rate. At the secondary school level, the Department oversees and implements the federal programs in Vocational Education and Rehabilitation. The first program offers an alternative to a basic academic studies track, while the second deals with physically and emotionally handicapped children.

The Aid to Families with Dependent Children (AFDC) program is directed toward youth, but is a maintenance rather than an employment/training service program. A youth in an AFDC family can continue to receive basic services (income maintenance and medical) while in training or when grossly underemployed. The program also provides other supportive services.

Innovative Program Designs

During the 1960's and 1970's, the U.S. Department of Labor developed and implemented over 200 experimentation and development projects to test program designs for youth in employment and training. The result is that there is a cafeteria of program designs with a wide variety of menu items. We can review in this limited document, only the most significant innovations, but the data base of E&D programs would permit us to develop a comprehensive encyclopedia of practices in employment and training.

- Assessment

  For disadvantaged youth, performance tests gave a better indication of basic abilities than paper and pencil tests. The Jewish Employment Vocational Service in Philadelphia (1963) developed the Work Sample Test that places the youthful job seeker in a simulated work situation and monitors and measures the performance. This test had a higher predictive value of job performance than any other measure.

James Ledvinka at the University of Michigan (1969) showed that minority youth job seekers scored higher marks when tested and interviewed by members of his/her own racial group. The youth was more expressive, used more words to describe his/her capabilities and was more frank about his/her abilities in such situations.

Minority group youth received higher marks when interviewed by more than one personnel counselor (1973). There are wide discrepancies in ratings.

A pooling of ratings gives a more accurate picture of capabilities than the ratings from a single interviewer.

- Skill Acquisition and Training

For disadvantaged youth, on-the-job training is more effective than institutional training (1965). The past negative association with the classroom, together with a greater commitment for real employment, makes on-the-job training contracts with employers a better arrangement.

Since the job mix in our society is changing, there is some evidence that generic skill training (basic math, basic application of machine processes) is more effective for disadvantaged youth than training in a particular occupation. A number of models have been developed where a two-tier system of generic training has been developed. The first tier emphasizes basic math, measurement tools and basic machine operations. The second tier emphasizes application of these generic skills to computer equipment and numerical control machinery.

Another model of generic skill development emphasizes modular instruction. A career in a given occupation is mapped out with the different jobs that make up the field. Instruction begins with generic skills. One can drop out of the training after one module is completed, or two, or three, or the whole sequence. Thus, a dropout, necessitated by circumstances, is still left with the skills necessary for ajob. Such a person can return and complete the other modules or develop his career without any other modular training. This model offers an open-ended training experience to fit the needs of youth.

- Orientation

Research clearly indicates that training programs with strong orientation components produce job candidates who are successful more often than when such programs lack an orientation component. An orientation component should explain the nature of the job market, how the training program fits into the job market and the mechanics of seeking jobs. Orientation programs that only exhort are usually unsuccessful.

- Supportive Services

Programs that combine skill development and supportive services are more successful than programs with skill development alone. When the supportive services are tailored to the youth client group, there is more success than when the services are canned.

- Job Development and Placement

  The most important consideration in job development and placement for youth is that these functions be operationally combined with assessment, counseling, supportive services, training and orientation. Research shows that job development is rarely succesful unless it draws on information from personnel in these other activities. As an isolated activity, it almost never succeeds. Job development should not be set up alone, but be part of a comprehensive human resource development system.

- Follow-up and Coaching

  Obtaining a job may be a first step. Research indicates that retention of a job is more frequent when there is a system of follow-up and coaching (1968). The follow-up should collect information, but also provide for counseling on job problems and supportive services. Coaching is strongly related to job retention. A staff member from the agency sees the new worker regularly (or on demand) to act as counselor, advocate, social supporter and conduit to needed services.

- Work Experience

  Given a tight labor market, adequate work experience opportunities for youth may not be available. The strategy of supported work has proven to be quite successful. A non-profit service organization is set up in the private sector with flexible entry requirements and work standards. The work is heavily supervised and backed by supportive services. The objective is to give the newcomer to the labor market some work experience for a limited period of time to establish work credentials and a work track record. On completion of this supported work experience, the worker is transferred to a developed job in the private sector. Since the work organization is controlled by involved community members, the work environment may be manipulated to produce a significant work experience.

Women

Although Hispanic women are seriously disadvantaged in the labor market, relatively few employment and training programs exist which are specific to women. These programs which do target women tend to be restrictive.

Legislation

There are three programs that fit special categories of women -- Aid to Families with Dependent Children, Work Incentive Program and Displaced Homemaker Program. The first program, AFDC, is not really a women's program, but was established for economic and social protection of children. The mother is a bystander and she receives the Aid only as a caretaker and guardian of the child(ren). The second program is an organized effort at employability development for women in the AFDC Program. It offers incentives for training, counseling, and other relevant

supportive services, but it is restricted only to those women on the AFDC Program. The last program serves women who are divorced or widowed and are only now entering or reentering the labor market. It is very restrictive in eligibility and participation. A woman must be living in a CETA prime sponsor area to which there has been a special grant to avail herself of this program. It is a combination of counseling, training and job placement activities.

As already noted, the employment and training legislation for women is very sparse. Unless she is economically disadvantaged, or alone with children, or alone without previous spouse, eligibility is sharply restricted and most women fail between the cracks. Most legislative programs serve a combination of populations and are not specifically women-oriented. The United States Job Service (MESC), CETA, and JTPA place Hispanic women in the position of competing with other groups for program services. The history of such programs show that women have a lower participation rate in the more prestigious training programs. Since JTPA does not make special provision for women's programs, women will have to take their chances in the arena of competing groups.

State Programs

In state service programs, with the exception of WIN and AFDC, women are a constituency of broader programs:

- Vocational Education -- designed to give special vocational training in secondary schools for the world of work. In these programs, women are disproportionately represented in home economics curricula and not business/commercial/technical curricula. For women, vocational education is still more a preparation for the home than for work.

- Vocational Rehabilitation --designed to give supported work to physically and emotionally handicapped.

- Adult Basic Education -- designed to extend education in post-secondary school periods and to provide remedial education for school dropouts or underachievers.

- CETA programs -- designed to provide counseling, employability development, work experience, skill development and job placement for economically disadvantaged job seekers.

- JTPA programs -- designed to continue national programs under CETA (Title II) for disadvantaged and displaced worker programs (Title III). To be eligible, women would have to fit into these categories. The JTPA programs sharply curtail the use of training subsidies, emphasize training and reduce the availability of supportive services, especially day-care allowances. These new features in JTPA may create formidable barriers for female participation.

Innovative Program Designs

There has been far more experimentation with youth programs than with those for women. The typical innovation program for women stresses: (a) sponsorship and administration of the innovation by a community association of women, (b) development of programs and strategies to move women into nontraditional job areas (e.g., skilled trades) and (c) social support and provision of supportive services by a community-based organization of women.

Assaults on nontraditional job areas have been successful in a number of cities. These programs established women as bus drivers, electricians, plumbers, carpenters, bricklayers and millwrights. Such assaults included a heavy advocacy effort, mobilizing special interest groups in the community, developing a thorough knowledge of the trade as well as its requirements, making contact with educational facilities and providing supportive services such as day care.

Another innovative effort emphasizes job sharing, particularly when the woman cannot work a full-time job; two women, each working a 20-hour week is the typical case. Activities involved in this innovation are: (a) a study of the labor market to identify shortage occupations, (b) contact and a sales effort with target organizations organizations, (c) counseling the workers, and (d) negotiating a working agreement with the target organization. These efforts have been productive in nursing, medical work and some office specialties (e.g., bookkeeping).

A third innovative effort involves entrepreneurship (developing the capacity for self-employment or business ownership). This innovation involves: (a) grants to women for relevant business courses, (b) establishing a support group of successful businesswomen, (c) technical assistance in production, sales and marketing), and (d) advocacy development of preferential contract quotas for women in local or state government. This strategy has been selective, emphasizing women with special education and work experience in their backgrounds. Overall, this innovation has a mixed track record, but new businesses have been established -- in cosmetics, toys, and consulting, for example.

Displaced Workers

Displaced workers have been a neglected group in human resource development and are only now beginning to emerge. Under JTPA (Title III), for the first time, a major effort will be made to meet the employment and training needs of this group.

Legislation

Four major pieces of legislation were designed to provide some relief to displaced workers:

- Trade Act of 1974 -- provided income maintenance for an adjustment period for workers displaced due to foreign competition, offered training (OJT or classroom) with supportive services and relocation assistance made available.

- Older Americans Act of 1965 -- provided subsidized employment (full or part-time) for those unemployed over 55 years of age.

- Comprehensive Employment and Training Act (Title II and II-C) of 1978 -- provided training and services to unemployed workers who were displaced from a job.

- Job Training Partnership Act (Title III) of 1982 -- provides pre-layoff assistance and counseling, job search assistance, training, job development and placement, and relocation assistance.

The major innovations in JTPA are: (a) the program does not provide training stipends, and (b) pre-layoff intervention is possible. Previous programs insisted that help would be forthcoming only after the displacement. The distribution of funds also emphasizes a concern with displaced workers.

State Programs

Except for the broad employment and training resources offered by MESC, there is no specific program focusing on job displacement in the State. State agencies, however, particularly the MESC, administer the Federal programs; thus, some displaced workers received income maintenance and training under the Trade Act of 1964. In the State, trade readjustment allowances exist side-by-side with unemployment compensation as the major sources of income maintenance. Few people appear to take advantage of either the training or relocation assistance provisions of the Trade Act of 1964.

Depending on local options, displaced worker programs under JTPA will combine counseling, self-assessment, job search assistance, training and placement in a comprehensive package. Vendors will deliver these services to specially designated areas which replace the CETA local prime sponsor areas.

Innovative Program Designs

The great breakthrough in innovative programming for displaced workers is built on the principle that intervention is more desirable and effective before, rather than after, job loss occurs. Another important principle is based on the realization that for many displaced workers, there must be combined emphasis on the reduction of trauma and new career development. We have not thought much about career development or redevelopment for blue-collar workers. The idea has tended to be confined to the world of the white collar.

There are three innovative models in programming for the displaced workers: (a) pre-layoff inervention, (b) career redevelopment after the job is lost and (c) relocation assistance to a new geographical area.

- Pre-Layoff Intervention

This approach has been used by a number of major consulting firms and, more recently, under the sponsorship of the Canadian government in selected industries in Canada. The elements of this approach are: (a) an early warning system to make the public aware of the impending shutdown or reduction in force; (b) the introduction of an outside intervention team that develops a job displacement plan; (c) identification of sub-groups in the affected population and their specific problems; and (d) a program of intervention including trauma counseling, self-assessment of capability and skills, information development on job market and jobs available, strategic planning for job finding, training, job search assistance, and job development/placement. All this is done before the worker must leave the job with the cooperation of the company and the union. In Canada, the government subsidizes the program; in the United States, the cost is borne by the company. Evaluative evidence shows this approach to be more effective than post-layoff assistance efforts.

- Post-Layoff Career Development

Many of the elements in the first model are in this model. The objective is to give the worker a strategy for career redevelopment. There is no promise of employment but rather the development of tools and tactics for assessment, job finding, job development and job placement. This model has been used with some success by the Downriver Community Conference of Southeastern Michigan.

- Relocation Assistance

Our national experience with programs of planned relocation assistance for blue-collar, unskilled workers has not been promising. There is great resistance in moving from the familiar to the unfamiliar, particularly in a time of personal trauma. Some success was achieved in the Mobility Experiments in the 1960's under sponsorship of the U.S. Department of Labor. The essential elements in program success were: (a) a guaranteed job before relocation; (b) training for that job before relocation; (c) reimbursement for the cost of the move; (d) relocation of the family rather than an individual; (e) provision of supportive services before and after the move (counseling and house-finding); follow-up contacts after relocation; and (f) some cooperative planning relationship between the sending and receiving communities. Even when all of these elements were present, successful relocation did not always occur.

Technologically Obsolescent Workers

It has already been indicated that, as a group, Hispanic workers are disproportionately overrepresented in jobs which are subject to the invasion of high technology and robotics. What are the possibilities of upgrading these potential displaced workers? Public programs of upgrading or reskilling of employed workers have never been much in vogue in this country. The assumption has been that this is the job of the employing firm itself. This theme is strongly carried forward in JTPA, where there is no apparent provision for the upgrading of technologically obsolescent workers. The CETA Title III program that offered skill upgrading to the underemployed has not been carried forward to JTPA.

Legislation

Title III of CETA offered a program, Skill Training Improvement Program (STIP), that provided funds for selected prime sponsors to offer advanced skill training for the underemployed. Technologically obsolescent workers could be covered by this program. The program will not be incorporated into JTPA. Responsibility for retraining this group will be given to private industry on a non-program basis.

The Adult Basic Education Act (ABE) working through the local school system is the principal vehicle for upgrading workers. The responsibility for seeking and taking the training is not on any agency in the public sector nor is it on the employer, but rather on the worker him/herself.

State Programs

It was difficult to identify any State service program that focused on upgrading employed workers. As noted, the Federal ABE is administered through the State education system and does provide such services.

Innovative Program Designs

The most innovative program on upgrading emerged from the Department of Labor's Experimentation and Demonstration Projects of the 1960's. The High Intensity Skill Upgrading Project combined the following features:

- Federal grant made to human resource agency to work collaboratively with a small number of companies
- Identification of skill shortages within companies
- Identification and assessment of minority group members in low level, unskilled jobs in these companies
- Special performance testing of candidates
- Sabbaticals for selected workers to undergo skill upgrading

- Counseling and supportive services available
- Commitment of a higher-level job for participants
- Follow-up with a supportive coaching system

The projects worked with small numbers, but did demonstrate that these workers could make the transition from low-skilled to high-skilled jobs.

Several black action groups have successfully opened up apprenticeship positions for black workers in low-level jobs. This resulted from negotiations with unions and from campaigns of intensive public pressure. Another approach has been a variation of the Philadelphia Plan, where a company with a Federal contract agrees to establish a minimum quota for minority group members to be employed in skilled jobs. Still another approach has emphasized the development of minority group enterprises to compete for business and to provide skilled jobs for minority group members. Many of these strategies are products of a full labor market and skill shortages. The recent recessions have curtailed many of these schemes.

Small Business Owners

The experiences of Hispanic-owned small businesses in Adrian and Lansing show that many were poorly financed and subject to dissolution during recessionary periods. In addition, it was obvious that many small businesses needed technical assistance in management.

The Small Business Administration (SBA) had a preferential loan program at low interest specific to small minority businesses, but the program has been greatly reduced in the last five years. It is also unlikely that small "mom and pop" stores, prevalent in both communities, were of sufficient scale to qualify. Private capital is also scarce because banks regard many small businesses as high-risk ventures beyond their safety margin. Technical assistance has not been forthcoming from government sources, but private foundations and universities have developed workshops and seminars specific to the problems of small business. Some minority group business associations have developed such programs for minority group businesses. There is very little legislation in this area. The Small Business Act of 1966 makes loans available at low interest rates to minority small businesses. A limited program of technial assistance is also part of the Act. Some legislation sets aside Federal contracts for minority business firms, but the Hispanic businesses in the two cities were probably too small to qualify. One notable exception was a construction firm in Lansing that was very successful in getting contracts.

A White House Task Force has developed a program of technical assistance specific to entrepreneurial activity for small businesspeople. This workshop program will discuss management, accounting, marketing and financing. The program will be implemented in 80 communities across the nation in late 1983.

Post-Secondary Students

The number of Hispanic students in post-secondary education has been increasing. Once in higher education, Hispanic students are more likely to finish than either black or white students. Hispanic students, however, are crowded into specialties for which job prospects are poor (teaching, social services, etc.) and are underrepresented in growth fields (computer science, health, etc.). The obvious needs are for better vocational counseling and a greater knowledge of the labor market. Large university settings with Hispanic student populations frequently develop these resources, as in the case of Michigan State University. In the small schools, particularly community colleges, these resources rarely exist. Counseling and labor market information could be made available before entering higher education.

Legislation

There is no legislation specific to Hispanic post-secondary students. These students, of course, may participate in Federal programs available to all college students, college loan programs in particular. As the college loan programs have become more restrictive, Hispanic students have felt this loss.

State Programs

The Michigan Department of Education operates a student grant program for higher education, and this is available for Hispanic students. Hispanics who are veterans can avail themselves of services from the State veterans' service program and the veteran services of CETA and MESC. These programs are geared to provide aid to veterans who wish to pursue post-secondary schooling. The major emphases in these programs are counseling, assessment, labor market information, and tutoring in special subjects.

Innovative Program Designs

Two models of program design have been successful with college-bound minority group students. Both are sponsored and supported by members of the minority group community. The first is the "summer-camp approach." College-bound students spend the summer at a rented camp, in a group with senior members of the minority group community. The emphasis is on course selection, job opportunity structure, labor market information, and remedial subject work when necessary. The objective is to give the student a framework within which to make curriculum choices. The second model is a big brother/big sister approach. A senior minority group member who has attended college is assigned to be a support person for the student during the period of college attendance. This support ranges from counseling and financial assistance to job finding. Both programs have been evaluated positively.

CHAPTER IV

PROGRAM OPTIONS

In the preceding chapters, we have identified employment and training needs of Hispanics and the legislation and programs which can be applied to the meeting of these needs. We have specified a number of areas in which resources are minimal and programs have to be developed to meet the needs of particular Hispanic target groups.

In this concluding chapter, we lay out some of the program options that can be applied to the employment and training needs of Hispanics in Michigan. Some options apply to several different groups, while others are specific to a single group.

Multi-Group Options

Community-Based Supportive Work Programs

These are structured, nonprofit work organizations, directed and controlled by local citizens, that guarantee a fixed period of supervised work at market wages for persons who lack work experience, credentials and skills. The program is organized at the community level, usually as a service organization in the private economy. The typical example is a home maintenance and repair company where the employees are exposed to a wide variety of building and maintenance skills.

Target groups include high school dropouts and women with no work experience.

Committee on Apprenticeship Training for Hispanics

This would be a watchdog, advocacy and educational committee that monitors apprenticeship programs, develops files on each program, provides instruction and supportive services to Hispanic applicants, and gives guidance on application and entry.

One-Stop Employment and Training Service Center for Hispanics

The proposed agency would consolidate many of the activities now scattered among many programs, be staffed heavily by Hispanics and designed to provide services and information relevant to Hispanic employment and training problems. Such an agency would encompass at least:

- Career counseling
- Pre-MESC orientation

- Job information
- Network job finding
- Tutoring
- Job-related language instruction
- Small business workshops

Employment and Training Action Team

A team of Hispanic professionals and other interested persons would be organized at the community level and coordinated by a State committee to:

- Monitor Hispanic representation on employment and training boards (e.g., CETA, JTPA)
- Monitor Hispanic participation in training programs
- Initiate action requests for specific programs addressed to Hispanic needs
- Provide guidance to Hispanics in job discrimination or affirmative action complaints
- Publish regular status reports on Hispanic gains/progress or lack of it in employment

Each team would serve all target groups.

Specific Group Options

Youth

- Development of a K - 12 guidance and counseling system that routes Hispanic students into employment-relevant curricula in basic studies, e.g., mathematics, science, biology and in vocational/technical education (industrial and business)
- Development of a post-school program for dropouts covering generic skills, e.g., mathematics, machine processes, measurement tools
- Development of special mechanisms (job clubs, financial incentives, counseling, etc.) to prevent dropouts in elementary and high schools

Women

- Organization of programs of counseling, training, and job development to open non-traditional jobs to women
- Provision of assistance to Hispanic women in utilizing existing employability development programs (WIN, Job Corps, and Displaced Homemaker)
- Development of adult education programs to remedy traditional deficiencies in female school curricla (e.g., mathematics and science)

Displaced Workers

- Initiation of information campaigns to acquaint Hispanics wih provisions of legislation of displaced workers (pre-layoff intervenion, job search assisance, counseling, supportive services, out-placement programming, training and job placement)
- Development of programs of relocation assistance
- Provision of counseling or guidance on job rights under union contracts and "employment at will" legislation
- Interaction with local agencies to develop survival information and services (medical, casework, nutritional, etc.)

Technologically Obsolescent Workers

- Provision of guidance and assistance to interpret company policies for bidding on new jobs
- Work with unions to develop transfer rights into new jobs
- Initiation of programs for on-the-job intensive upgrading of skills
- Provision of programs of guidance and incentives for adult education
- Provision of opportunities for generic skill development and/or renewal

Small Business Owners

- Develop programs of risk/venture capital in local communities to provide basic or expansion capital for Hispanic businesses
- Develop programs of technical assistance in management to aid small businesses

Post-Secondary Students

- Programs in pre-college period on career development and planning, administered by community-based organizations
- Development of big brother/big sister program to provide one-on-one counseling for pre-college students
- Development of college-based internship programs with an emphasis on health and computer science occupations

Appendix A

Pertinent Legislation on Employment and Training of Hispanics in Michigan with Implications for Target Group

Youth				
Legislation	Date	Administered by	Major Provisions	Employment and Training Implication for Hispanics
Apprenticeship Training Act of 1937 (Federal)	1937	U.S. Department of Labor, Bureau of Apprenticeship and Training	- Encourages and assists employers and unions in developing apprenticeship programs for youth, including the unemployed and disadvantaged.	- Provides assistance to Hispanic community groups to gain assistance for Hispanic youth seeking entry to apprenticeable trades. - Provide direct assistance to Hispanic youth for apprentice training.
CETA-Title IV - Youth Community Conservation and Improvement Projects (YCCIP) (Federal)	1978	U.S. Department of Labor	- Work Experience in community planned rehabilitation projects. - 16-19 years of age.	- Provides needed work experience for Hispanic high school dropouts.
- Youth Employment and Training Programs (YETP) (Federal)	1978	U.S. Department of Labor	- Classroom training with OJT training in private sector in addition to work experience and career development. - 16-19 years of age.	- Provides career development and skill training for Hispanic high school dropouts.
- Youth Incentive Entitlement Pilot Project (YIEPP) (Federal)	1978	U.S. Department of Labor	- Guaranteed job placements provided educational attainment goals are met. - 16-19 years of age.	- Provides incentives for retention of Hispanic youth in school system.
- Summer Youth Employment Program (SYEP) (Federal)	1978	U.S. Department of Labor	- Open only to designated economically disadvantaged youth in part-time work experience in public or private non-profit agencies. - 14-21 years of age.	- Provides income maintenance and work experience for disadvantaged Hispanic youth.

Pertinent Legislation on Employment and Training of Hispanics in Michigan with Implications for Target Group

Youth				
Legislation	Date	Administered by	Major Provisions	Employment and Training Implication for Hispanics
- Job Corps (Federal)	1978	U.S. Department of Labor	- Residential training education with supportive services. - 16-22 years of age.	- Residential/occupational training for Hispanic youth.
CETA-Title VIII - Young Adult Conservation Corps (YACC) (Federal)	1978	U.S. Department of Labor	- One year guaranteed work experience in conservation work and public projects. - 16-23 years of age.	- Provides one year guaranteed employment for Hispanic youths.
Job Training Partnership Act (JTPA) Title IV - Job Corps (revised) (Federal)	1982	U.S. Department of Labor	- Advanced career training for high school graduate. - Special programs to prepare youth for military service.	- Provides special training opportunities for post-high school Hispanic youth and preparation or military careers.
Michigan Youth Corps (State)	1983	Michigan Department of Labor	- Provide 60,000 summer jobs for youths in public service works	- Can provide temporary employment opportunities for unskilled and hard-to-employ Hispanic youth.

Pertinent Legislation on Employment and Training of Hispanics in Michigan with Implications for Target Group

Youth				
Legislation	Date	Administered by	Major Provisions	Employment and Training Implication for Hispanics
Job Training Partnership Act (JTPA) Title II-A (Federal)	1983	U.S. Department of Labor	- Youth (16-21) who are certified as disadvantaged. - Special targeting for school dropouts. - Summer youth work experience program. - Local flexibility may establish youth programs ranging from job search assistance to customized training as authorized by local PIC committee.	- Seems well suited to programming for Hispanic school dropouts. - Hispanic community groups through PIC council can have input into program selection and design. - Program flexibility to meet disparate Hispanic youth needs. - Opportunity to intervene in Hispanic school dropout problem by school to work transition training. - Wide variety of program designs available to adapt to problems of Hispanic youth.

Pertinent Legislation on Employment and Training of Hispanics in Michigan with Implications for Target Group

Women

Legislation	Date	Administered by	Major Provisions	Employment and Training Implication for Hispanics
Worker Incentive Program (Federal)	1968	U.S. Department of Labor and U.S. Department of Health and Human Services	1. Open to applicants and recipients of AFDC, 16 years and older. 2. Offers a combination of employment and supportive services. Employment Services -development of individual employability plan -coaching in job finding and job interview techniques -job development -referral to training or work experience Supportive Services -child care -medical exams and remedial care -family planning -home management assistance -transportation	- Can be applied to high unemployment rate among Hispanic females. - Offers comprehensive employment and training services for low income Hispanic females who are single-parent household heads.
Displaced Homemaker Program CETA Amendments of 1978 (Title IIB) (Federal)	1978	U.S. Department of Labor	- Provides special grants to selected prime sponsors for the counseling, employability development and job placement of women with children but without spouse due to divorce, desertion or widowhood.	- Provides assistance to Hispanic women for employability development and job assistance if widowed or living without spouse but with dependent children.

Pertinent Legislation on Employment and Training of Hispanics in Michigan with Implications for Target Group

Displaced Workers

Legislation	Date	Sponsoring Agency	Major Provisions	Implications
Senior Community Service Employment Program - Authorized by Title V of Older Americans Act of 1965 Section 301 Projects (Federal)	1965	U.S. Department of Health and Human Services U.S. Department of Labor	- Provides for the creation of subsidized employment for unemployed workers 55 years of age and older. - Provides subsidized part-time employment for those unemployed over 55 years of age.	- Provides income opportunities on a short-term basis for unemployed workers who are over 55 years of age.
Trade Act of 1974 (Federal)	1974	U.S. Department of Labor	- Offers income maintenance for an adjustment period for workers displaced due to foreign competition. - Offers training (classroom and OJT) with supportive services for displaced workers. - Offers relocation assistance and allowances for workers displaced by foreign competition.	- Provides income maintenance, supportive services, training and relocation assistance for Hispanic workers displaced by foreign competition.
Job Training Partnership Act (JTPA) Title III (Federal)	Sept. 1982	U.S. Department of Labor	- Pre-layoff assistance and counseling. - Job search assistance. - Training. - Job development and placement. - Relocation assistance.	- Provides resources and mechanisms for reemployment of Hispanic workers who have become displaced due to reduction in force or plant shutdown. - May finance relocation of Hispanics to other labor markets. - Provides avenue for re-skilling displaced Hispanic workers. - Opens opportunity for training to Hispanics not classified as "disadvantaged."

Pertinent Legislation on Employment and Training of Hispanics in Michigan with Implications for Target Group

Legislation Applicable to More Than One Group*				
Legislation and Date	Applicable to	Administered by	Major Provisions	Employment and Training Implication for Hispanics
Vocational Education Act of 1917 (Federal)	Youth or adults	U.S. Department of Education (through grants to state school systems)	- Provides vocational training, primarily in a classroom situation, full or part-time, in or out of regular public schools. New emphasis on the poor and disadvantaged.	- Provides opportunity for remedial educational opportunity for Hispanic high school dropouts. - Provides opportunity to retrain or upgrade skills of Hispanic displaced workers. - Provides opportunity for upgrading skills of technologically obsolescent Hispanic blue collar workers.
Vocational Rehabilitation Act of 1920 (Federal)	Youth or adults	U.S. Department of Labor	- Provides intensive rehabilitation services to enable youth and adults who are physically or mentally handicapped to obtain jobs commensurate with their capabilities.	- Provides opportunity for Hispanic youth and adults with physical or emotional impairment to avail themselves of "open-ended" training and supportive services.
Federal-State Employment System--1937 (Federal)	All groups	U.S. Department of Labor	- Recruits, tests, refers to training, and places job applicants; provides job market information; enhances employability of disadvantaged persons; serves entire labor force but focuses on the unemployed.	- Provides all-purpose processing center for Hispanics in assessment, counseling and job placement.

*Legislation was not uniformly available for each target group and some legislation was applicable to more than one group. Therefore legislation dates do not appear separately for each group and are presented, when applicable, to several target groups.

Pertinent Legislation on Employment and Training of Hispanics in Michigan with Implications for Target Group

Legislation Applicable to More Than One Group*

Legislation and Date	Applicable to	Administered by	Major Provisions	Employment and Training Implication for Hispanics
On-the-job Training (Federal) 1962	Persons over 16 years of age	U.S. Department of Labor, U.S. Department of Health and Human Services and U.S. Department of Education when projects include classroom instruction or supportive services.	- Provides instruction combined with supervised work at worksite under contract to employer for underemployed. - Given to those over 16 years of age with preference given to those over 18 years of age.	- Two-thirds must be disadvantaged. - Employee is paid at market wages. - Provides income opportunity while training on-the-job for Hispanics. - Hispanics are guaranteed job placement for at least one year after completion of training period.
Adult Basic Education (ABE) 1964 (Initially EDA of 1964) (Federal)	Any person over 16 years of age with less than 8th grade achievement	U.S. Department of Health and Human Services, U.S. Department of Education (through grants to state and local education system).	- Provides basic education in classroom setting for persons 16 years of age and older with less than eight grades of school.	- Provides remedial basic education for Hispanic high school dropouts or Hispanic adults who seek to upgrade education.
Targeted Jobs Tax Credit (TJTC) Revenue Act of 1978 (Federal)	Any person who is unemployed and has been certified for the program by a local agency	U.S. Employment Service of the U.S. Department of Labor.	- Provides incentives in the form of credits against tax liability for employers who hire individuals from several targeted groups (disadvantaged youth, veterans, ex-offenders, physically handicapped).	- Provides incentives for employer to hire unemployed/ disadvantaged Hispanics - Provides added bargaining chip for Hispanics seeking employment in private sector.
Private Sector Initiative Program (PSIP) CETA Amendments of 1978 (Title VII) (Federal)	All groups	U.S. Department of Labor	- Establish private industry councils to work with prime sponsor to plan and abolish training for jobs in private sector.	- Hispanic unemployed may gain access to training for jobs in private sector.

Pertinent Legislation on Employment and Training of Hispanics in Michigan

Legislation and Date	Applicable to	Administered by	Major Provisions	Employment and Training Implication for Hispanics
Legislation Applicable to More Than One Group*				
Skill Training Improvement Program (STIP) CETA Amendments of 1978 (Title III) (Federal)	Long-term unemployed, Underemployed, Low income persons	U.S. Department of Labor	- Provides funds for selected prime sponsors to provide advanced skill training for jobs in private sector.	- Depending on location, Hispanic unemployed and underemployed workers might obtain training for new skills or upgrading.
Job Bill 1983 (Federal)	Unemployed workers in the construction trades	U.S. Department of Transportation	- Adds additional tax to gasoline purchase to finance interstate highway repair program.	- Should provide reemployment opportunities for Hispanics who are unemployed in construction trades.
Blanchard Job Initiative 1983 (State)	Unemployed workers in the construction trades	Michigan Department of Labor	- Provides 20,000 jobs for laid-off construction and skilled trade workers to repair run-down public facilities.	- Provides short-term employment opportunities for Hispanics in construction and skilled trades.

APPENDIX B

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